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A REVIEW OF EDUCATION IN NEW BRUNSWICK FROM EARLIEST
TIMES TO THE PRESENT DAY WITH SPECIAL ATTENTION
TO THE DEVELOPMENT OF VOCATIONAL EDUCATION

A DISSERTATION

SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTER OF EDUCATION

FACULTY OF EDUCATION

by

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EDMONTON, ALBERTA

SEPTEMBER 6th, 1952

UNIVERSITY OF ALBERTA

FACULTY OF EDUCATION

The undersigned hereby certify that they have read and recommended to the School of Graduate Studies for acceptance, a thesis entitled "A Review of Education in New Brunswick from Earliest Times to the Present Day with Special Attention to the Development of Vocational Education" submitted by Kenneth Edgar Allen, B.Ed., in partial fulfilment of the requirements for the degree of Master of Education.

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Date Sept. 22, 1952

CHAPTER I	THE HISTORICAL AND CULTURAL ASPECTS OF NEW BRUNSWICK EDUCATION	
	1. BRITISH INFLUENCE	1
	2. NEW ENGLAND PATTERN	5
	3. THE LOYALIST TRADITION	15
	4. EARLY LOYALIST SCHOOLS	16
CHAPTER II	EVENTS LEADING TO THE ESTABLISHMENT OF A FREE SCHOOL SYSTEM	
	1. COLONIAL SOCIETY IN TRANSITION	23
	2. THE SCHOOL ACT OF 1871	28
	3. RESOLUTION OF THE SECTARIAN CONFLICT	30
	4. THE NEW BRUNSWICK DUAL LANGUAGE SITUATION	34
CHAPTER III	FINANCIAL MAINTENANCE AND FINANCE UNITS IN NEW BRUNSWICK	
	1. PROVINCIAL AID	38
	Fixed Teacher Grants	38
	Fixed District Grants (unattached districts)	39
	Grants to County Finance Boards Organized under the Country Schools Finance Act.	40
	Grants to Consolidated School Districts	42
	Grants to Superior Schools	43
	Provincial Aid to Capital Expenditures	44
	Provincial Aid to School Transportation	44
	Provincial Aid to School Libraries	45
	2. THE COUNTY SCHOOL FUND	45
	3. DISTRICT ASSESSMENT IN SUPPORT OF THE PUBLIC SCHOOLS	47
	4. MISCELLANEOUS FINANCIAL CONSIDERATIONS	47
	Aid to "Poor Districts"	47
	The Teachers' Pension Scheme	49
CHAPTER IV	DEVELOPMENT OF VOCATIONAL EDUCATION IN NEW BRUNSWICK	
	1. HISTORICAL ASPECT OF VOCATIONAL EDUCATION IN NEW BRUNSWICK	52
	2. THE REGIONAL HIGH SCHOOL IN NEW BRUNSWICK	62
	3. EXTENSION OF THE 60-50-40-30 PLAN TO URBAN HIGH SCHOOLS WITH ST. STEPHEN AS AN EXAMPLE	64
	4. RURAL HIGH SCHOOLS WITH SMALL ENROLLMENTS	64

5.	SUMMARY, SCHOOLS RECEIVING ASSISTANCE UNDER THE VOCATIONAL ACT OF 1948 AND AMENDMENTS	65
6.	INTEGRATION OF NEW BRUNSWICK ACADEMIC AND VOCATIONAL CURRICULUM	66

CHAPTER V	SUMMARY AND CONCLUSIONS	69
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LIST OF ILLUSTRATIONS

I.	NEW HIGH SCHOOLS OF NEW BRUNSWICK	1
II.	SOUTHAMPTON REGIONAL HIGH SCHOOL	23
III.	SOUTHAMPTON REGIONAL HIGH SCHOOL GROUND FLOOR PLAN	23
IV.	SOUTHAMPTON REGIONAL HIGH SCHOOL SECOND FLOOR PLAN	23
V.	SHEFFIELD ONE ROOM RURAL SCHOOL	23
VI.	SOUTH BATHURST RURAL HIGH SCHOOL	38
VII.	SOUTH BATHURST BASEMENT PLAN	38
VIII.	SOUTH BATHURST GROUND FLOOR PLAN	38
IX.	SOUTH BATHURST FIRST FLOOR PLAN	38
X.	GRAND MANAN CONSOLIDATED SCHOOL	52
XI.	GRAND MANAN CONSOLIDATED SCHOOL GROUND FLOOR PLAN	52
XII.	GRAND MANAN CONSOLIDATED SCHOOL FIRST FLOOR PLAN	52

FOREWORD

The layman may see the system of public education as something which has developed spontaneously throughout the last two or three centuries without visible effort or guidance. The fact is, that public education, like free speech and universal suffrage, has been attained only by intense effort and personal sacrifice of many persons, and not without setbacks, losses and false turnings along the route.

The ensuing pages will deal with the genesis of public education in a province which now emphasizes, perhaps more than any other Canadian province, the support and encouragement of vocational education. This is a comparatively recent feature of New Brunswick schools and is completely at variance with a traditionally classical background. Chapter I and II contain material intended to give insight into this classical background. Chapter III, (which deals with finance), will show how schools, and vocational schools particularly, are integrated into the county system of New Brunswick. Chapter IV contains a survey of the history of vocational schools in New Brunswick and describes recent phases of the movement. Chapter V summarizes the conclusions.

The aim in this thesis is to explain the causes

of a sudden and somewhat belated development of vocational education in New Brunswick and to describe features of that development. From this description it is hoped that Alberta educators may be enabled to note valuable similarities and contrasts between the public and vocational schools of Alberta and New Brunswick.

ACKNOWLEDGEMENTS

It is desired to express thanks to Dr. W. D. McDougall, Mr. H. T. Sparby, and Mr. B. E. Walker, for their many helpful suggestions. The help of Mr. A. MacNutt, Director of Vocational Classes in New Brunswick, has proved invaluable.

REGIONAL HIGH SCHOOLS





- | | |
|---------------------|-----------------------------|
| 1 BAY DU VIN | 26 BUCTOUCHE |
| 2 DEER ISLAND | 27 CAPE BALD-BARACHOIS |
| 3 CAMPOBELLO ISLAND | 28 MEMRAMOOC |
| 4 GRAND MANAN | 29 PETITCODIAC |
| 5 STANLEY | 30 EAST SAINT JOHN |
| 6 HARVEY | 31 WEST SAINT JOHN |
| 7 LAWRENCE STATION | 32 ST GEORGE |
| 8 ST FRANCOIS | 33 CHIPMAN |
| 9 PORT ELGIN | 34 FREDERICTON |
| 10 PLASTER ROCK | JUNCTION |
| 11 PERTH-ANDOVER | 35 KESWICK |
| 12 POKEMOUCHE | 36 CENTREVILLE |
| 13 BELLEISLE | 37 BRISTOL-BATH |
| 14 SALISBURY | 38 ST LEONARD |
| 15 SHIPPIGAN | 39 BAKER BROOK |
| 16 MINTO | 40 FAQUETVILLE |
| 17 SOUTHAMPTON | 41 ROTHESAY |
| 18 PETIT ROCHER | 42 JACQUET RIVER-NASH CREEK |
| 19 CARAQUET | 43 KEDGWICK |
| 20 TRACADIE | 44 ST QUENTIN |
| 21 LAMAQUE | 45 DOAKTOWN |
| 22 NEGUAC | 46 RICHIBUCTO-REXTON |
| 23 ROGERSVILLE | |
| 24 SUNNY CORNER | |
| 25 BOUESTOWN | |

URBAN HIGH SCHOOLS



- | | |
|--------------|----------------|
| 1 BATHURST | 6 WOODS-ROCK |
| 2 MONCTON | 7 SUSEX |
| 3 SAINT JOHN | 8 ST ANDREWS |
| 4 SACKVILLE | 9 CHATHAM |
| 5 ST STEPHEN | 10 HARTLAND |
| | 11 GRAND FALLS |

LEGEND

REGIONAL HIGH SCHOOLS

-  IN OPERATION
-  UNDER CONSTRUCTION
-  ORGANIZED AND APPROVED BY BOARD OF EDUCATION
-  PROPOSED AND UNDER STUDY

URBAN HIGH SCHOOLS

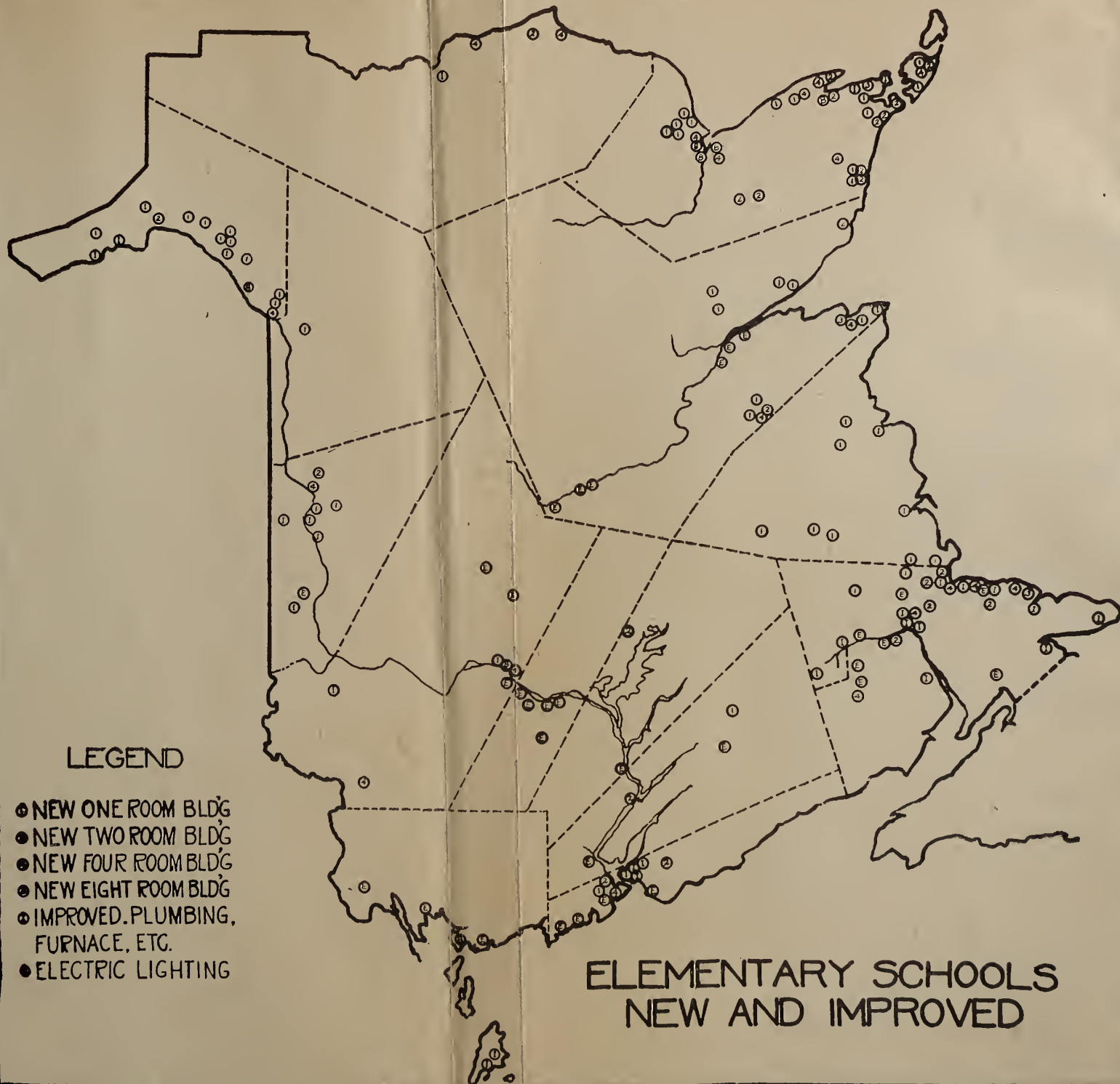
-  UNDER CONSTRUCTION
-  PROPOSED AND UNDER STUDY

NEW HIGH SCHOOLS OF NEW BRUNSWICK

LEGEND

- NEW ONE ROOM BLDG
- NEW TWO ROOM BLDG
- NEW FOUR ROOM BLDG
- NEW EIGHT ROOM BLDG
- IMPROVED PLUMBING,
FURNACE, ETC.
- ELECTRIC LIGHTING

ELEMENTARY SCHOOLS NEW AND IMPROVED



CHAPTER I

THE HISTORICAL AND CULTURAL ASPECTS OF NEW BRUNSWICK EDUCATION

1. BRITISH INFLUENCE

The early growth of educational institutions in New Brunswick can be understood only in relation to the philosophy (if such it can be called) controlling similar institutions in England during the latter part of the eighteenth century. The distinctive trait of the British people who abhor the disappearance of traditional systems and prefer to compromise by patching up existing structures, in preference to creation of new ones, was as evident in education as in all other phases of English life.¹ England, which under George III from 1760 to 1811 was destined to see almost unequalled cultural achievements, was at the same time characterized by paralysis in many endowed institutions, including education.²

The conditions existing at the time of George III were such that corporate interests and privileged persons had little to fear from inquiry or interference of any kind. It is not surprising that this freedom

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1. MacNaughton K., The development of the Theory and Practice of Education in New Brunswick 1784 to 1900. p. 5
 2. Trevelyan, G. M. British History in the Nineteenth Century. p. 25

from intervention should have produced in the educational systems of that period a situation inimical to efficient instruction. A feature of the schools of the period was the identification of the Anglican clergy with learning and instruction of youth. The universities could not be recognized as centres of culture and learning; they were little more than "comfortable monastic establishments for clerical³ sinecurists with a tinge of letters". The young men passed pleasant years in drinking and social activities with some little attention to books. The examination system was interesting when contrasted with our mid-twentieth century objective requirements. Before 1800 no examinations were held, and the candidate, presiding examiner, and other officials spent the examining period in profound silence and entertaining but irrelevant reading.

Another outstanding feature of education in Britain in the latter part of the eighteenth century was the absence of any attempt by the lower and middle classes themselves, or by the ruling aristocracy in their behalf, to provide public instruction for underprivileged groups. This phenomenon is not difficult

3. Trevelyan, G. M. British History in the Nineteenth Century, Longmans Green & Co., 1922 p. 26

to explain. The aristocratic rulers of England, the "ten thousand landlords and merchants"⁴ who held the balance of power, viewed with disfavor the prospect of universal education. It might be said that the motive of this ruling class was one of self-preservation, since it could see virtue in the existing social order only to the extent to which it tended to strengthen and perpetuate its own enviable position.

Educational institutions of that period were a part of the system which prepared the flower of English youth for leadership and civic responsibility, and they did this with no mean success. There seemed to be no need to provide instruction for that segment of the population which had no practical use for cultural enlightenment. A higher standard of education in the lower groups might easily result in the displacing of those above in the social order.

The close identification of the Anglican clergy with all media of education had as an outcome the Sunday School Movement, inaugurated in 1782 by Robert Raikes. Originally taking two days a week, since more time was not available because of the stress of industrial

4. Beard, C. A. & M. R., The Rise of American Civilization, Vols. I & II, New York, 1930. The MacMillan Publishers, p. 192

expansion, the movement gradually confined itself to Sunday instruction. The teaching, which was first a combination of religious and secular training, was later restricted to religious observances. Even with this limitation in scope, there can be no doubt that "the movement which has gradually spread to include practically all denominations, is today one of the great educational assets, both in England and America."⁵

While education at the beginning of the nineteenth century was, in England, considered solely an aristocratic privilege, and while there was lacking at that time even a poorly educated yeoman class, it would be unfair to judge too harshly the standards of instruction and culture existing in the upper classes. The emphasis upon Greek and Latin classics would not have failed to produce a graceful and even tempered philosophy of life based upon the ancient concepts of the good life. Further, it cannot be denied that this period produced a class of men famed for brilliant leadership and scholarly aptitude. It is possible that the present day Englishman may view with something akin to nostalgia that period of England's greatness, which shone with such figures as William Wordsworth, Dr. Johnson,

5. Encyclopedia Britannica, Eleventh Edition, Vol. XI, p. 972

William Pitt the Younger, Admiral Nelson and John Wesley.

2. NEW ENGLAND PATTERN

The aristocratic tradition of English educational institutions had little influence upon the rough frontier society of New Brunswick in the latter part of the eighteenth century. Such a tradition was to have little influence until the founding of a more permanent and highly organized society typified by nineteenth century provincial New Brunswick.

The early settlement of New Brunswick was accomplished by three successive waves of people, each bringing their own distinctive political and social ideologies. First arrivals upon the scene were the French Acadians, occupying originally the counties now known as Albert and Westmoreland, situated in the Chignecto and Shepody Bay region. With the expulsion and subsequent wanderings of the ill-fated Acadians, we are not concerned at the moment. It will be found, however, that the descendants of these earliest colonists were to form minority groups of French-speaking people on their return from southern points along the New England coast. The earliest Acadians were expelled during the summer of 1755, and at this time there were English settlements only in the Annapolis Royal

and Halifax regions. "The movement of the Acadians was completed by 1763, but we find mention of the first New England settlement of New Brunswick in 1761⁶ in the Albert and Westmoreland counties." This earliest movement of New Englanders was motivated not by political urgings but by the simple desire for personal betterment. A hundred years of Acadian occupation had, in many areas, provided a rich agricultural heritage for later New England settlement.

A second wave of New England settlers arrived upon the New Brunswick scene during the period from 1777 to 1788. It is to this group that consideration must be given in a study of the early cultural pattern of the province. The Loyalists brought with them a strong aristocratic tradition, so strong, indeed, that they preferred danger and personal loss to a renunciation of their early British heritage. It would be erroneous, however, to conclude that the New Englanders were not affected by their American background. Characteristics of individualism, free enterprise, and the dawn of universal suffrage and education were in the land whence came these early Loyalists. Accordingly it is necessary to examine

6. Seary, V. P., Romance of the Maritime Provinces,
Toronto, 1938
Gage and Co. p. 117

the progress which had been made in the educational institutions of the rebellious colonies.

The intrepid settlers of the Massachusetts Bay region were noted for two contributions to the social and educational history of America. They are credited with maintaining, for a time, an absolute theocracy, almost unique in the history of the New World. To them, also, is attributed the first democratic school act, which aimed at universal support of education and provided penalties for failure to continue such support. The leaders of the new colony, Rev. John Cotton, (a former tutor of Emmanuel College at Cambridge), Governor Vane and his deputy, John Winthrop directed with missionary zeal the affairs of the people to the end that a self-perpetuating "Bible Commonwealth" might be created. The legislative franchise was granted only to those persons who were land owners and church members. It is interesting to note that these early settlers, abandoning the old world because of real or fancied religious intolerance, blundered into a form of absolutism as intolerant as the system responsible for their emigration. However,

7. MacNaughton, Katherine, F.C., The Development of the Theory and Practice of Education in New Brunswick 1784 to 1900. No. 1 of the University of New Brunswick Historical Studies, Fredericton, 1946, University of New Brunswick Press. p. 13

the theocracy was short lived and after two decades of existence, was modified in 1691 to a government elected by property owners of the state.

Whether the famous Massachusetts School Ordinance of 1647 was, or was not, the first historical instance of an attempt at democratic, universal instruction, is a moot question. Certain features of this much discussed act, and its later amendments, were to influence educational developments in the yet unborn Loyalist Province of New Brunswick.

Excerpts from the law follow:

"It being one of the chief projects of that old deluder, Satan, to keep men from the knowledge of the scriptures, as in former times by keeping them in an unknown tongue, so that the true sense and meaning of the original might be clouded by false glosses of saint seeming deceivers, that learning may not be buried in the grave of our fathers in the church and commonwealth, the Lord assisting our endeavors:

"It is therefore ordered that every township in this jurisdiction after the Lord hath increased them to the number of fifty householders, shall then forthwith appoint one within their town to teach all such children as may resort to him to read and write, whose wages shall be paid either by the parents or masters of such children or by the inhabitants in general, by way of supply as the major part of those that order the prudentials of the town shall appoint:

Provided, those that send their children be not oppressed by paying much more than they could have them taught for in other towns; and

"It is further ordered, That where any town shall increase to the number of one hundred families or householders, they shall set up a grammar school, the master thereof being to instruct youth so far as may be fitted for the university:

Provided, that if any town neglect the performance hereof above one year, that every such town shall pay five pounds to the next school until they shall perform this order." 8

The permissive, as well as the mandatory powers embodied in the above act made it a model for many later publicly supported school systems. It has been called the "Mother of American School Laws."⁹ Theoretically providing for all contingencies, the law was to be shown lacking in compulsive force. Many communities, lacking the missionary seal of the original founders, preferred to pay the assessed fine as being more economical than providing school accommodation and instruction. In 1671, an amendment to the Act was passed, raising the fines for failure to keep a grammar school to ten pounds, and for neglect to keep a Latin school, five pounds. That the law provided for the essentials of democratic education cannot be denied. A survey of the prevailing political structure in this state reveals that the ruling power was invested in the Puritan clergy. Furthermore, the records of the time show that there existed a shortage of properly trained

8. Dexter, E.G. History of Education in the United States of America. p. 585

9. *Ibid.* p. 34

men to take responsible positions in this group of ruling churchmen. One must infer that while the law was to appeal to coming generations as an early, courageous attempt at democratic, universal instruction, the Puritan clergy were more concerned with perpetuation of their power than with the creation of liberal legislation. The fact that the colleges of Yale and Harvard arranged their students according to the wealth and prestige of their families, suggests that the aura of democracy was not real. We may conclude, however, that regardless of the manner in which later critical historians were to view the early school laws enacted by the Calvinist Church, a precedent for state control over school systems was established, which remains valid today. Later events were to see a separation of the established churches from secular rule, but the legal control of education by the state, established by the Pilgrim Fathers, was to outlive the necessity which prompted the measure.

"The English settlers in the Massachusetts area, and especially in the Boston colony, were as a class, highly educated in comparison with any other group

10
in America at that time." Among both clergy and laity were numerous university graduates with records of distinguished service in many fields. The urge to transmit this enviable standard of learning to future generations was strong, and action could not be postponed, or learning in the first generation would be lost. We find in the early records of New England references to determined and ambitious schemes backed by leading citizens, to ensure instruction in religious and secular training.

The function of education in the seventeenth century, in the colonies no less than in England, was the preparation of young men for political and clerical leadership.

The early theocratic structure built up in the Massachusetts Bay region, had its counterparts in the other colonial states. Rhode Island, alone, maintained freedom of thought; there is evidence that many groups from nearby areas were persuaded to move into Rhode Island to escape unjust religious discrimination. Because of the association of school legislation with coercive action, this colony was to remain free of any school enactment until 1800. The New Hampshire

10. Dexter, E.G., History of Education in the United States of America, New York, 1904
p. 24

school system came into existence in the year 1719 with a school ordinance based on the Massachusetts Act of 1647. The people of the Connecticut colony appear to have been resistant to the idea of education, since there are records of the founding of schools and their subsequent closing because of public apathy. The legislation in Connecticut, while following the example of the School Ordinance of 1647, seems to have been less thoroughly enforced, since we find the Grand Jury visiting once each year each family suspected of neglecting the instruction of servants and children, and penalizing those found guilty of neglect an amount of twenty shillings.

Certain characteristics of these early attempts at state control lingered in eighteenth-century New Brunswick. As the expanding New England colonies found it more difficult to send their children to the centrally located grammar and Latin schools, district schools were set up in the outlying areas especially during the winter months. There appears to have been a close connection between these early district schools and the parish schools still existent in rural New Brunswick. The county grammar schools of today in the province employing teachers

of Grammar School License, and located one to a county, have undoubtedly descended from early grammar schools brought into existence by the School Ordinance of 1647. In some cases the New England grammar schools were moved from one section of the town to another because of disagreement over the permanent location of the school. This device was resorted to in 1805, when a New Brunswick legislative act permitted the movement of the county grammar school from parish to parish, until each parish had shared in the benefit of having the grammar school.

We have seen how the religious background was a force in the development of New England society. In the harsh American frontier life, aesthetic appreciations were to become blunted and thwarted. Compromise between traditional method and changed geographical conditions were inevitable when these conditions made necessary such pioneer activities as the rearing of log houses, the making of primitive furniture, the tilling of land and the dealing with hostile Indians.

The schools of this period were definitely teacher-centred. The pupils were expected to retain and return what they were taught, and more was not expected. Memory was improved by rhyme and meter, and

application encouraged "by physical appliances cut from the branches of trees and applied vigourously and almost daily." ¹¹ The more liberal and advanced theories of educational method based on the writings of Locke and Comenius had not yet reached these shores.

The secondary school curriculum narrowed to an almost exclusive study of Latin grammar. Occasionally, some secondary schools, where conditions warranted it, had departments where preparatory courses in the "three R's" were given to younger students deficient in this respect. Such schools were lacking, however, in functional role, and were recognized as supplying a mere gloss of culture to a privileged few; consequently their following was limited. The classical requirements in Greek and Latin were not dictated by local agencies, but by such colleges as Harvard and Yale, which required a full classical background for matriculants. The persistence of this tendency is evident in the requirement of both French and Latin from candidates for grammar school licenses in New Brunswick, at the present time. The University of New Brunswick also adheres to the classical tradition in requiring two languages for entrance to the Faculty of Arts. The emphasis upon humanistic elements in education was

11. Messenger, J.F., An Interpretative History of Education. p. 269

strong enough to force any practical consideration, such as professional training, into the background. It can be noted however, that an early law of 1642 in Massachusetts gave sanction to a training in the law of the land; "probably in the belief that such knowledge would imbue qualities of citizenship."¹²

University classes were as completely formalized as the elementary and secondary schools. The curriculum at Harvard, for example, was limited to grammar, rhetoric, arithmetic, logic and astronomy. The avoidance of any subject which might have useful application is shown by the fact that arithmetic and geometry were neglected for that reason.

3. THE LOYALIST TRADITION

In this section, attention will be given to the humble beginnings of New Brunswick as a province, and to the social and educational institutions which gradually emerged as the Loyalists accepted the challenge of the new land. "By Heaven, we will be the envy of the American States", wrote Edward Winslow, one¹³

12. Butts, R.F., A Cultural History of Education. p. 299

13. MacNaughton, Katherine, F.C., The Development of the Theory and Practice of Education in New Brunswick 1784 to 1900 p. 34

of the early founders of the St. John Colony, in contemplation of the truly Loyalist Province.

The fact that the Loyalists had repudiated everything republican was to result in the strengthening of everything that stood for the opposite of democracy. In the institutions they set up in New Brunswick we should expect to see evidence of a reverence for all things connected with the British crown, a deep rooted class consciousness, a complete aversion to equal franchise and a prejudice against innovations in social, political, and educational institutions. We should expect to find little sympathy for equal educational or vocational opportunity. For example, the earliest Loyalists of highest military rank requested land grants of 5,000 acres each, while, in contrast to this generous allotment, the privates were granted fifty acres each, which were later raised to one hundred acres.

4. EARLY LOYALIST SCHOOLS

The earliest schools in New Brunswick could be classified into those which were partially supported by the state for the training of upper class children, and those which were designed to function for the middle and lower classes in the province. The grammar schools, academy schools and the colleges fall into

the former class, while the parish schools, Indian schools, and those institutions maintained under the sponsorship of the Anglican Church fall into the latter category.

The leaders of the provinces were dimly aware that some sort of provision for education in the out-lying areas must be made unless generations of succeeding Loyalists were to be vastly inferior in learning to the originals. The Parish School Act of 1802 provided a sum of £420 for all the parishes in the province or an amount of £10 for each parish. This amount was small, but probably fairly generous considering the limited finances of the province. No provision was made for the erection of school buildings, and the existing machinery for the licensing of teachers was simple in the extreme. Royal instructions to the governor stated that teachers might obtain licenses by applying to his office. The scarcity of teachers made the issuance of licenses a mere formality and probably had the effect of admitting many persons of unsuitable calibre to the profession. Whatever inadequacies there might have been in this Act, it must be admitted that it cast a ray of light in the darkness, and was responsible for a change in the attitude of the province as a whole towards education.

The first grammar school in the province was established at St John by the Act of 1805. This statute was entitled, "An Act for Encouraging and Extending Literature in the Province." Two schools were established in each county for the instruction of both sexes in English, Writing and Arithmetic. The control of these county schools was under the Justice of Peace in each district since the funds were supplied to the County Justices to be used as they saw fit. £25 was to be supplied for each school as requested, but the arrangement apparently proved unattractive since, with the exception of St. John, no county took advantage of the offer.

The first of the 1816 school ordinances established a grammar school at St. Andrews under terms similar to those which brought into being the St. John Grammar School. A second act was termed, "An Act to establish grammar schools in the Several Counties of the Province", and was a significant departure from the 1805 legislation in that boards of grammar school trustees appointed by the lieutenant-governor were given definite supervisory duties. These duties included choosing a suitable school site, receiving donations, hiring teachers, making by-laws, holding public visitations, and admitting free scholars. The grant was raised from £25 to £100. This amount however, was to be paid only on receipt of

assurance that the inhabitants had contributed an equal amount. The purpose of these early grammar schools was clearly to provide secondary school education; but many of them seem to have fallen short of their requirements and degenerated into superior type parish schools.

It has been shown that the assessment principle originated in the New England School Ordinance of 1647. The third act passed by the New Brunswick Council in 1816 was the germ of the free school system in the Loyalist province. Parish school trustees appointed by the general sessions were given the power to assess the inhabitants for a sum not less than £30 and not more than £90 a year for the maintenance of parish schools. The motives behind this early legislation are difficult to discern since it was inconsistent with the purported anti-democratic stand of the council. That the parishes were not ready for such advanced legislation is shown by the fact that not one parish availed itself of the privilege and in consequence the act was removed from the statute books in 1818. The compulsory assessment principle was to remain discarded for more than fifty years. The parish schools were doomed to limp along on £10 per year for each parish, as originally provided for in 1802.

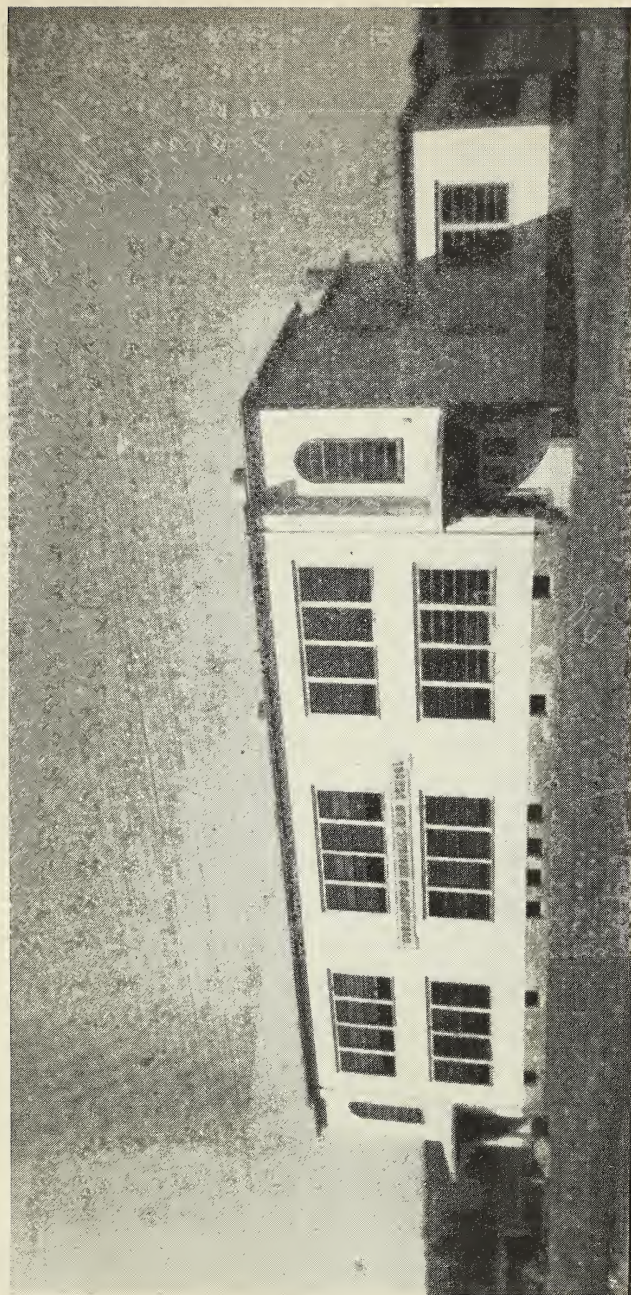
The Madras Schools in the period immediately following 1820 were a direct outcome of the interest of the Anglican Church in the training of the young. These schools were supported by direct contributions received from the Anglican National Society and the Society for the Propagation of the Gospel, and were intended to provide instruction in all but the more remote centers for those children whose parents were incapable of paying for other instruction. Although the teachers in such schools were Anglican trained and administered the catechism as an integral part of the daily instruction, the tremendous reputation for discipline and efficiency built up by such schools encouraged parents of other denominations to send their children. As the schools were attended by children of all Christian denominations, the answers to the question, "my god-fathers and my god-mothers in my baptism", etc., must have been curiously incongruous.¹⁸ The monitorial system, probably modeled after similar English institutions of that period, was simple and inexpensive. From the students, brighter boys were selected in the proportion of about one to ten of the rank and file. Over these monitors an usher was appointed with duties analogous

18. Shortt, Adam, and Doughty, Arthur. Canada and its Provinces Vo. 14, p. 549

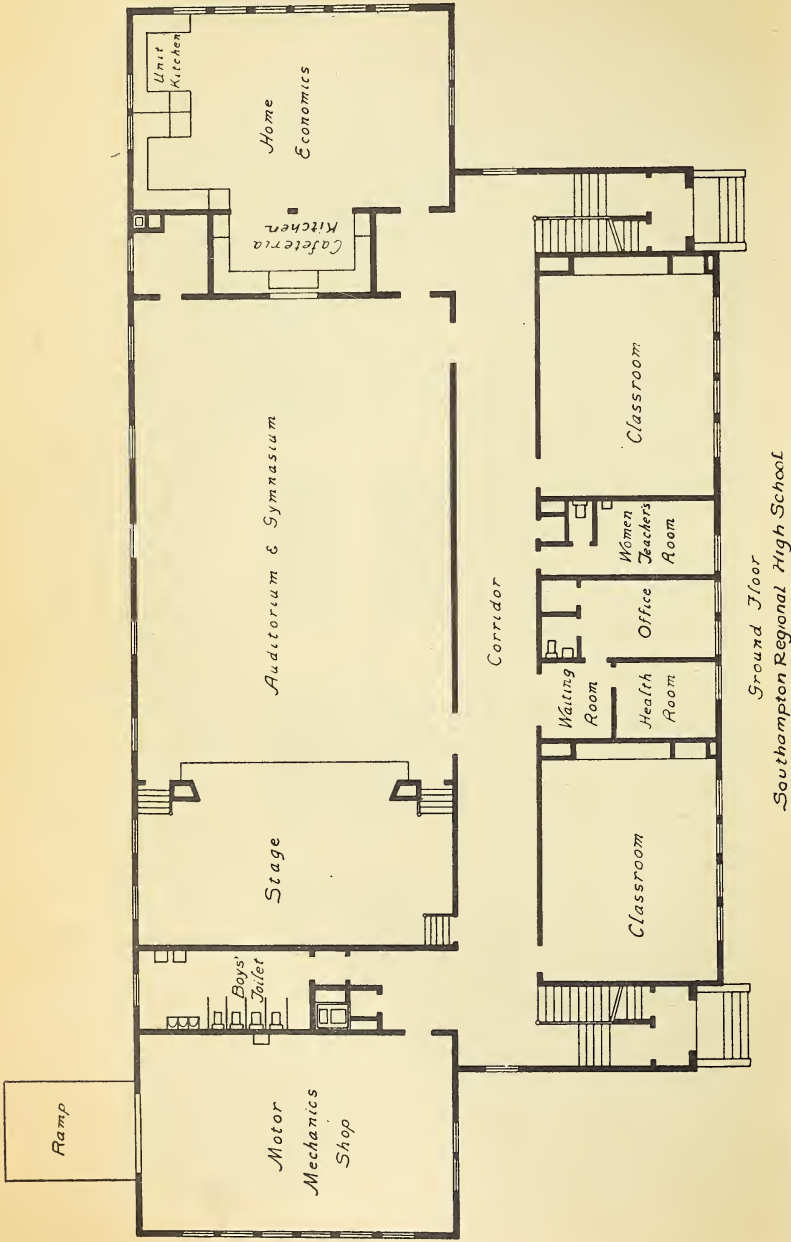
to those of a sergeant-major in the army, plus the responsibility of liaison between the separate Monitors and the Anglican instructor in the school. The record for impartiality, fairness and prompt treatment of misdemeanors has probably not been surpassed by any other school system.

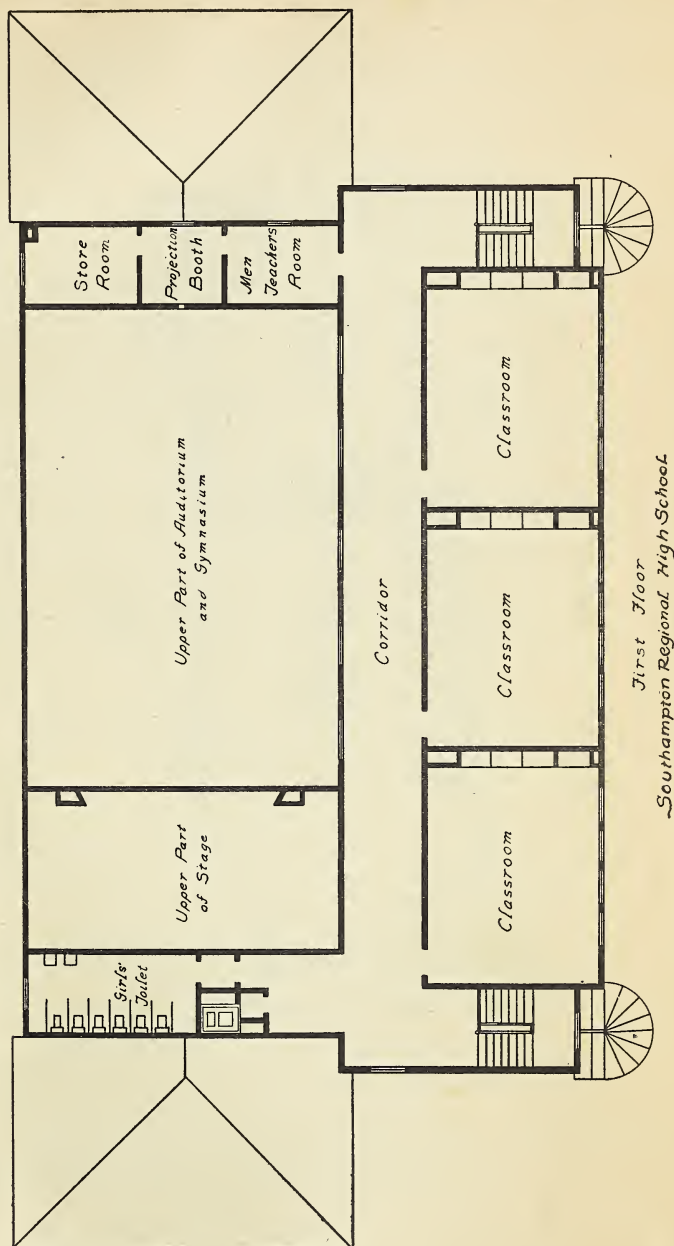
The day opened with the Lord's Prayer and the church catechism, which was carried on by the question and answer method among the students. Reading, Spelling and Writing followed until the noonday period. The afternoon was devoted to "Ciphering." Recitations were always given standing and students were required to maintain positions relative to chalk lines drawn on the floor by the Monitors. The discipline was of such an order that the Master was able to leave the room for periods of one-half hour without interrupting the routine. Saluting the Master in best military style at the end of the day was common. A system of extrinsic rewards and rigid fines and punishments was adhered to. The purpose of these schools was to prepare those pupils who so desired it for grammar school entrance, and to bring instruction to the children of indigent groups; in this latter aim they succeeded because of their great economy of operation.

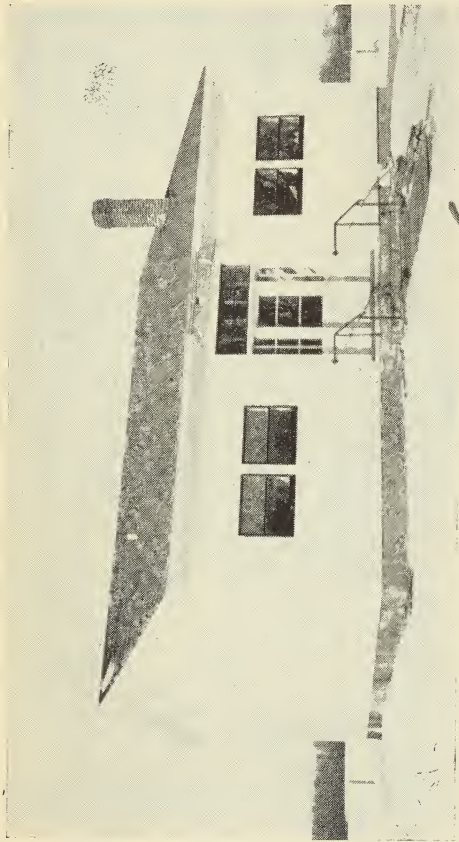
There is no doubt that the Madras Schools were superior to anything hitherto employed in the province and their presence helped to create a more favorable attitude towards education, especially in the rural areas. The social mingling of the children of middle and pauper classes probably had a favorable influence in dissolving class barriers and in the democratizing of education in the province. In these schools is discernible the familiar Loyalist pattern. The Church of England sponsorship of a matter relating to the common good, and the aura of philanthropy and religion surrounding the education of the lower classes, are features which proclaim the New Brunswick school system as being unmistakably Loyalist in tradition as well as in practice.



Southampton Regional High School







Sheffield

CHAPTER II

EVENTS LEADING TO THE ESTABLISHMENT OF A FREE SCHOOL SYSTEM

1. COLONIAL SOCIETY IN TRANSITION 1829 - 1871

The period from 1829 to 1871 was to show less consistency as to social and political pattern than the first fifty years of the existence of New Brunswick. In the year 1829, the educational and political framework of the province lacked many things which we today consider to be fundamental. The assessment principle had not yet been applied as an expedient for the support of education; there was as yet no central training institution for teachers, and, most important of all, responsible government was still lacking in the Loyalist colony. Legislation during this period to improve the educational system was for the most part indecisive. The methods employed were those of compromise, of patching up existing structures, rather than the introduction of radical change.

A committee of the Assembly in 1829 reported that both the grammar and Madras schools were failures. Legislation was introduced, which, although failing to make any improvement in the general situation, contained the very significant provision which prohibited a clergyman of any denomination from assuming duty as master or usher of a grammar school.

The New Brunswick Ordinance of 1829 was the first in a series of steps in all departments of public life designed to remove the established privileges of the Anglican Church. The act further increased the financial support of the grammar and Madras schools, and provided for the local appointment of three trustees in each parish for the supervision of the schools. Parishes were to be subdivided into districts, and schools in each district which were operated to the satisfaction of the trustees were to receive £20 per year. A maximum grant of £160 yearly per parish was allowed, and in each county the maximum average per parish was to be £120. A significant feature of the Act provided that female teachers were to receive not more than one half of the grant issued to males, and local contributions to a female teacher were to be not more than one half the amount collected for a master.

In 1837, the discriminatory clause regulating the size of grants to female teachers was removed, although the Act still limited payment of the grant to not more than three teachers per parish. This year was also to see the first step towards centralization. County boards of three, appointed by the

Lieutenant-Governor, were set up for the purpose of examinations and the supervision of teacher permits. Not only were these county boards to investigate the character and learning of the prospective teacher, but they were also required to examine into the loyalty of all teachers.

Legislation regarding the establishment of a Teachers' Training School appeared in the Act of 1847, which gave authority for a Training and Model School, and a newly constituted Board of Education. The latter, however, was to consist only of the Lieutenant-Governor and the Executive Council, with a Secretary employed at £100 per year. Students-in-training, after demonstrating their efficiency, were to receive an allowance of ten shillings per week for the ten weeks of their course.

The policy of providing grants to fledgling teachers has remained an integral part of the teacher training program of New Brunswick until the present day. After three weeks training, the assistant teacher is apprenticed under the charge of a licensed teacher. He is expected to draw off small groups to an outer room, where he continues exercises, drills and projects. The pay of the assistant teacher enables him to continue at the Training School after a term in actual

practice. One is impressed with the basic soundness of this system, since, in most of the Canadian provinces, the high school graduate is thrown blindly into his first year at Normal, without having a practical background or "apperceptive mass" to which the abstract, and to him, often meaningless theories presented, may be related.

Returning to the Act of 1847, it can be seen that the compulsory features of the Act were embodied in the power of the board to require as many teachers to attend the Training School as was deemed necessary, and to withhold licenses from those who had not attended. This last clause was later rescinded to permit teachers of lowest grade to teach without training experience. Legislative grants to teachers were set at £30, £22, and £18 per year respectively, to the three grades of license, as compared with the grant of £20 per year to all teachers previous to this Act.

The Bill of 1852, dealing with parish schools, filled a long felt want by providing for a Superintendent of Education and County Inspectors, appointments being made by the Governor-in-Council. The inspectors were to be paid at the rate of seven shillings and sixpence for each inspection, with a guarantee of a minimum salary of fifty pounds per year. The assess-

ment principle was again pushing to the fore, since the Act also gave permission to the Parishes to assess themselves in support of schools and also offered a bonus of 25% of the government allowance to those that availed themselves of the compulsory taxation clause.

No further school legislation was passed until 1858. The School Act of 1858 established four inspectorates in the province, with an Inspector for each division, paid at the rate of £250 per year, an exceedingly generous salary in comparison with the teacher incomes of that period.

We have seen how the responsibility for the parish schools devolved upon the trustees in each parish. A further School Ordinance of 1858 authorized the formation of school committees in the small district subdivisions within each parish. These school committees were to have immediate charge over buildings, libraries and equipment, and authority to call meetings of the local inhabitants. The parish trustees retained their former supervision over the teachers. Also in 1858, the province's first Superior schools were established. Such schools were limited one to a parish, and received higher grants, the increased scale of grants being contingent on the hiring of

first class teachers. These new schools eventually developed an educational standard midway between the grammar and the parish schools.

2. THE SCHOOL ACT OF 1871

In 1871 the New Brunswick legislature passed a bill which included a clause dealing with the non-sectarian character of New Brunswick schools. It also provided for free, tax supported schools, which were to derive their finances from three sources: first, the provincial treasury; second, the county school fund; and third, the tax collections from district residents. We shall see this framework existing, with minor modifications, in a later study of the contemporary financial system of New Brunswick. Inspectors were given duties related to the choosing of certain "poor districts", which were to receive special concessions from the treasury for their support. The inspectors were further empowered to appoint trustees for those districts failing to choose their own.

Other routine but important points under the Act were the precise regulations relating to the election of trustees, and the duties of trustees and teachers. The law forbade the display, by any student or teacher, of any emblem of a society or religious denomination.

Many other definite regulations were laid down, some of which have remained unchanged until the present time. The length of time required for training at the Normal School was set at five months. A beginning of the modern consolidated school is seen in the setting aside of the cities of Fredericton and St. John as individual school districts. A seven-member school board was appointed in each of these districts, three members being appointed by the Governor-in-Council, and the remainder by the city council. This organization is identical with that of the rural consolidated school district at the present time.

The Act of 1871 reinforced the trend towards decentralization. The School Act of 1816 had provided for parish trustees in a supervisory role over the schools of the parish. This measure remained in force with few modifications until 1858, when School Committees were set up for each district, providing a limited control over the district schools. The Act of 1871 abandoned the idea of parish control and formed District School Boards with complete localization of function. The legislators apparently hoped that in giving control of each school to local district boards, a fostering of local pride might result which had been lacking in the parish unit.

In later years there has been more centralization, as shown by the establishment of County Finance Boards and consolidated School Districts. The improvement in means of transportation, the demand for increased facilities in all phases of education have again rendered obsolete the decentralized school unit of "little red school house" fame.

3. RESOLUTION OF THE SECTARIAN CONFLICT

In considering the controversy which arose after the passing of the Assessment Act of 1871, it is necessary to examine those clauses of the British North America Act evidently formulated with an awareness of the complexity of the sectarian problems in education, over Canada as a whole.

Section 93 of the British North American Act reads, in part, as follows:

"In and for each Province the Legislature may exclusively make laws in relation to Education, subject and according to the following provisions:

(1) "Nothing in any such law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any class of persons have by law in the Province at the time of Union."

Two points will be considered in arriving at a clear interpretation of this sub-section. The word,

"exclusively", unquestionably means exclusive of the Federal Parliament. The power of the Dominion Government is strictly limited to that of taking action in support of a religious minority, which, by reason of the enactment of a provincial ordinance, is proved to have lost rights held prior to Confederation. It must be noted that the "Right or Privilege" here refers only to that relating to denominational matters. Such questions as finance and sanitation, for example, could not legally be considered as of a sectarian character.

The term, "Denominational School", needs separate consideration. A subsequent decision of the Judicial Committee of the Privy Council was to define the "Denominational Schools" as those which were "permanently and by law denominational", and not schools that happened to be denominational in their operation for the time owing to the fact that the original intent of Section 93 of the British North America Act had not been explicitly enforced. The mere accident of denominational teaching in a school, permitted on sufferance over a period of years, was not, in the language of their lordships, "a thing to which it is possible to give the color of a legal right."¹¹

11. Weir, G.M., Separate School Question in Canada
p. 23

While the "Educational Bill of Rights" under the British North America Act is considerably broader in extent than the clause interpreted above, we shall see the sectarian differences in New Brunswick centered principally around the meaning and intent of this particular section. The forthcoming battle was to extend over a period from 1871 to 1875, during which time it was to become a matter of bitter issue in both the Provincial and Dominion houses of Parliament.

It is seen that the Catholics were not reconciled to a school system which would force them to pay taxes for schools to which they were forbidden by their clergy to send their children. In the fall of 1875 the New Brunswick Executive Council gave answer to certain propositions of the Catholic members of the Provincial Legislature. The school trustees in each parish were empowered to allow children from any part of the parish to attend any school within the parish, provided that grading regulations were observed. This granted the first Catholic request, that Catholic children might be grouped in the same school. A second concession allowed the certificates of any Roman Catholic teaching order to be accepted at the Normal School, but not in lieu of an examination for

teaching license. The third proposition of the Catholic member, that school books should contain nothing inimical to the Catholic order, was replied to by the statement that the school books were selected so that nothing therein should be objectionable to any religious order. The fourth proposition concerned religious instruction after school hours, and asked that the regular school time should be shortened to the extent allowed for religious instruction. In answer to this, the Executive Council advised the Catholic group that the Schools Act gave permission to trustees to rent for school use buildings belonging to religious orders or the Catholic Church, and advised that no restriction would be placed upon the use of such buildings after the close of school hours. Later modifications specified that such religious instruction was not to be given during the noon or recess period, and that the prayer at the beginning of the day was to be the Lord's Prayer.

Thus, we see that the Catholic minority problem in New Brunswick was finally solved by legalizing within the framework of non-sectarian schools of the province schools to be operated on a limited sectarian basis. Such a solution fell short of the Catholic demands, but was accepted as being the best

obtainable. Subsequent difficulties over the objection of the Catholic sisters to sitting for examination with other candidates was solved by granting special examination periods for the Catholic candidates. It was emphasized, however, that all candidates would write the same papers.

Today, in New Brunswick Catholic children attend district schools supported by Catholic and non-Catholic tax-payers. While these schools are not Separate Schools in the true sense of the word, they do provide Catholic children with limited religious school time instruction as provided for by the School Act. Further, Catholic children may receive instruction from members of the clergy after school hours in buildings rented from the Catholic church, presumably such rent to be paid for assessment on members of the school district.

4. THE NEW BRUNSWICK DUAL LANGUAGE SITUATION

In the early life of the "Loyalist Province" the Acadians took little part in the official affairs of the colony. Before 1871, the date of the inauguration of the Free School System, the Acadian schools received little attention from the educational authorities. The larger French schools were parochial

institutions, which occasionally qualified for legislative aid prior to 1871. Some of the Acadian schools attempted cursory instruction in English in some of the more advanced districts, but the French language predominated in most.

The Act of 1871 said nothing about the use of French in the schools, but since the provincial system already included Acadian schools, it seems to have been taken for granted that the French language might be continued in those districts where the majority of the persons spoke French. Indeed, the French schools in New Brunswick up to the present time, appear to have been not separate language schools, but bilingual schools with French vernacular, the primary pupils being instructed in French and English until a point was reached where they could continue their education in English.

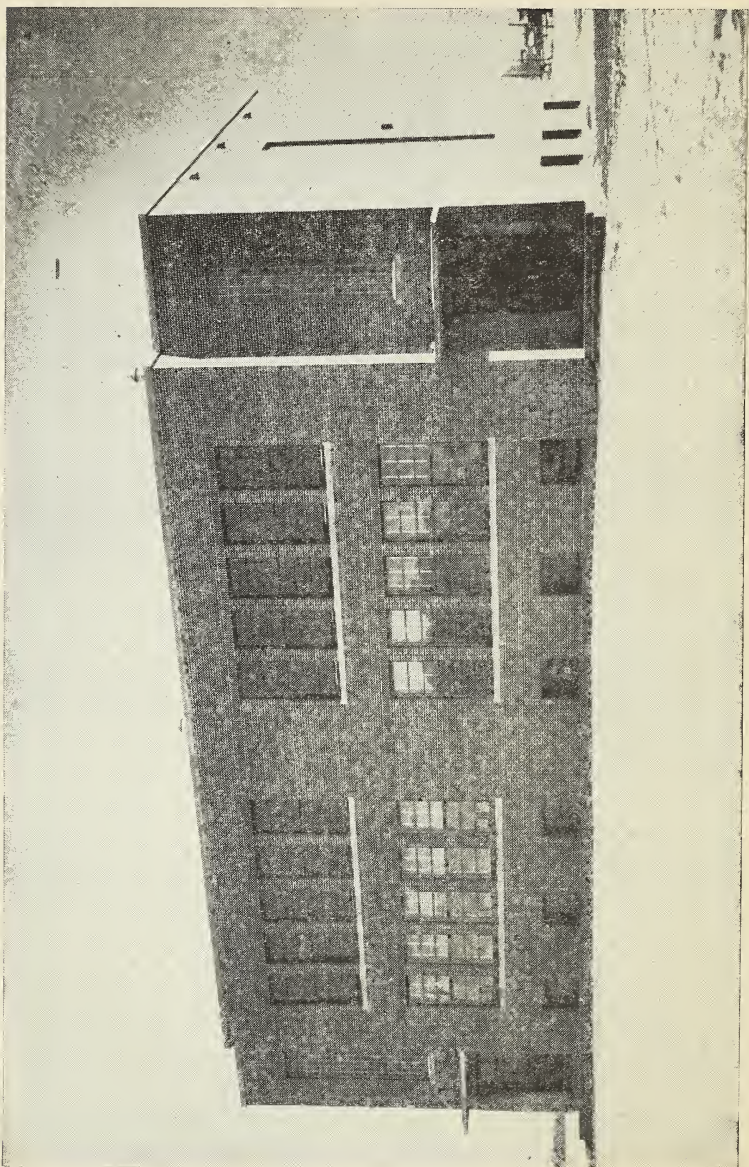
The establishment of a French department at the Normal School in 1884 was the first practical means of coping with the training of bilingual teachers. The Principal of the Normal School arranged to give instruction to French language students. For these students to receive certification in advance of Class III, it was necessary to receive further

academic and professional instruction in the regular English department of the Normal School. A further regulation, passed in 1897, provided that licensees of Class III qualified after attendance at the French department of the Normal School, if they had not subsequently passed through the English Department, should be employed only in French districts. Moreover, no such teacher was to be employed in any district, Acadian or otherwise, if the Superintendent notified the trustees to that effect.

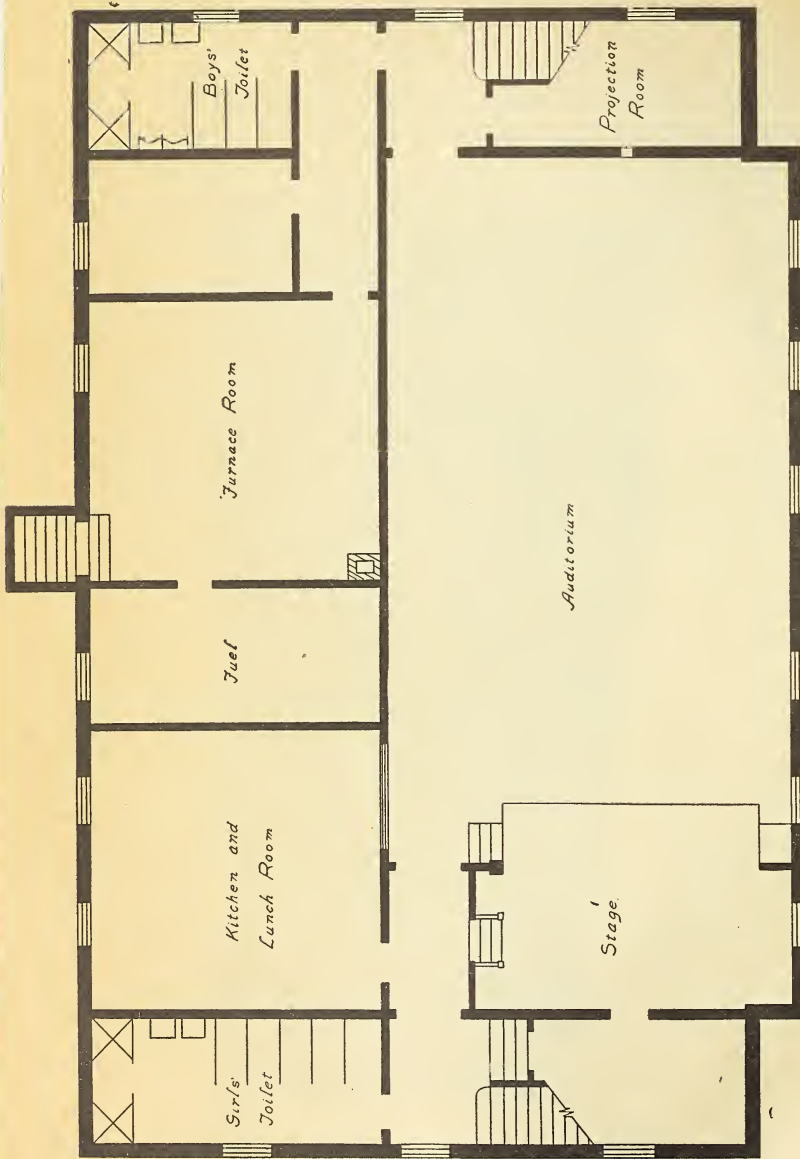
Studies on the bilingual schools of New Brunswick covering the period from 1897 until the present time are meagre, but there appears to have been little change in regulations for the certification of the teachers employed in the French districts until 1945. An amendment, passed in that year as an addition to Regulation 32, made it possible for such teachers to obtain a "Special Certificate." Candidates are required to write, in addition to the regular entrance examination papers, papers in French Grammar, Composition and Literature, such papers to be written in French. The Normal School program for these candidates is designed to prepare them for the teaching of French and English to French speaking children. The pass requirements are the same as for Class III candidates, with the

addition of papers in French Grammar, Composition and Literature.

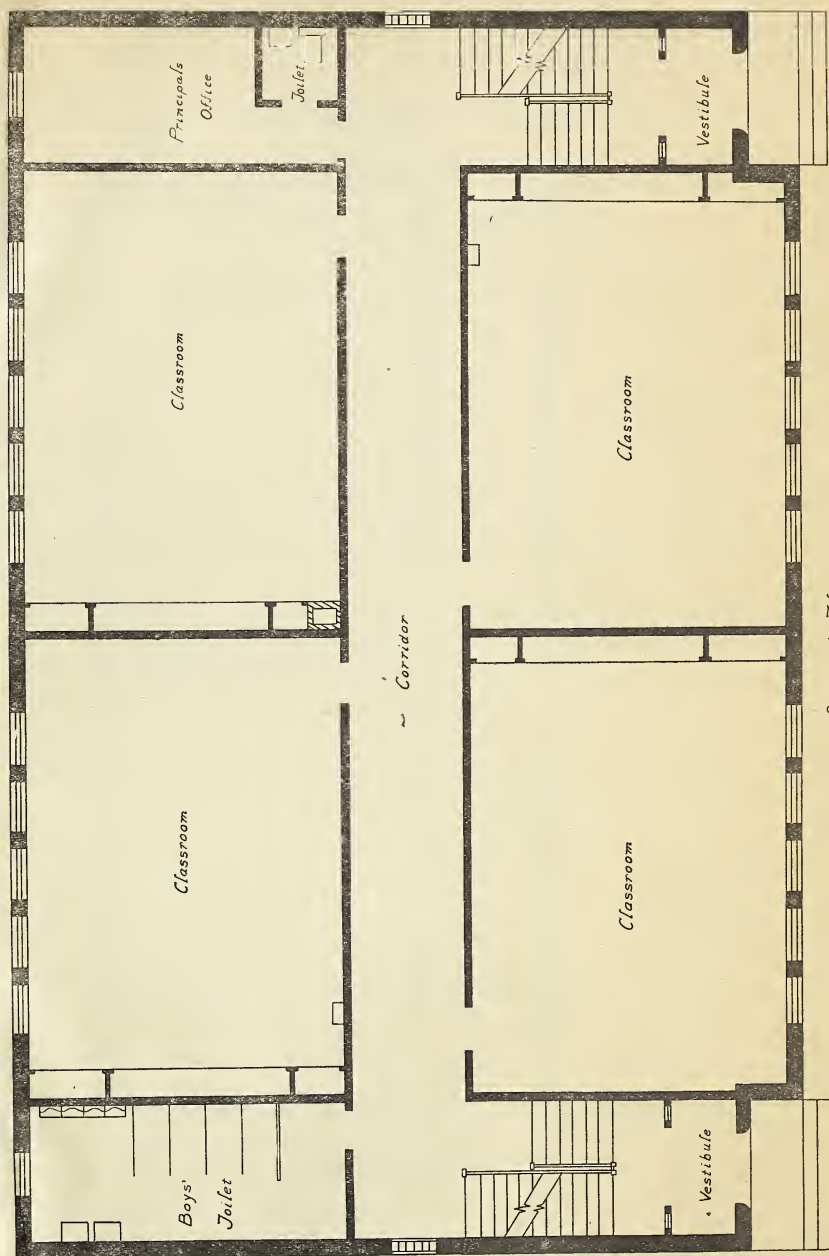
It is understood of course, that certificates of Superior and Grammar grade are issued to French candidates on the same basis as to the English, all papers being written in the latter language. Thus we see that New Brunswick, while being recognized as a bilingual province, makes no provision for its higher professional teacher candidates to be examined in other than the English language.



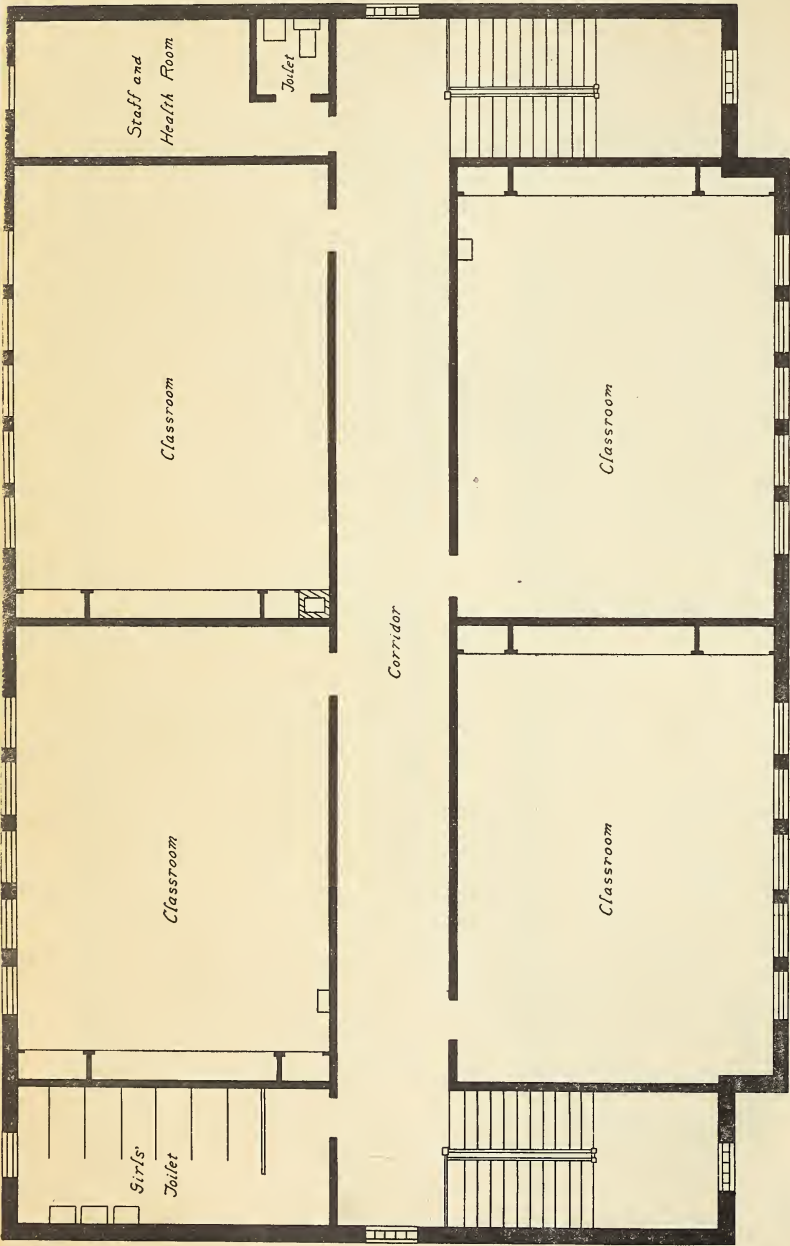
South Bathurst



*Basement
South Bathurst School Building*



Ground Floor
South Bathurst School Building



First Floor
South Bathurst School Building

CHAPTER III

FINANCIAL MAINTENANCE AND FINANCE UNITS IN NEW BRUNSWICK

The government of New Brunswick at this time recognizes three modes of support of the public schools of the province. These are briefly, the provincial treasury grants, the county school fund and direct district assessment. Of these three, the matter of provincial aid will be considered first.

1. PROVINCIAL AID

Fixed Teacher Grants

Direct grants to teachers are paid twice yearly and vary with the class of license and length of service of the teacher. For example, a teacher of the first class receives \$135 per annum during the first two years of service. The amount is increased to \$150 after two years of service and up to seven. After seven years of service the amount remains at \$170. Assistant teachers are paid one half of the above amounts, provided they instruct at least four hours each day, and have a class room separate from the main school room.

In addition to the above, there are grants paid to holders of grammar school licenses to a minimum

of \$400 and slightly lower amounts to the holders of Superior Class 1 licenses. At the first glance, it is difficult to see the advantages of such a system of direct teacher grants, but in actual practice, since these funds are free from local variations of policy of school boards, they provide a powerful instrument in the hands of the Board of Education for a uniform policy of teacher certification. They also provide incentive for the teacher to raise his license to a higher grade by self-improvement.

Fixed District Grants (unattached districts)

School boards also receive grants from the provincial treasury for each teacher employed. The amount received is inversely proportional to the district's assessed valuation. A district with an assessment of \$20,000 or less is entitled to \$120 per teacher employed. For a district of assessment amounting to \$50,000 but not over \$200,000, the amount paid is only \$40 per teacher. The matter of provincial aid does not end with individual boards. In an effort to encourage the formation of the large county unit, the treasury is authorized to pay a certain fraction of the expenses of these units, as we shall see latter.

Grants to County Finance Boards Organized Under the
County Schools Finance Act.

The trend to larger units and simplified financing took place in New Brunswick with the passing of the County Schools Finance Act in 1944. This act was to bring into existence the county finance board. Before we examine the aid which the Provincial Government gives to these boards it would be well to examine their organization.

The machinery required in the operation of the larger unit of school administration in New Brunswick is simple in the extreme. The existing municipal structure is utilized to the fullest extent. County finance boards are set up in all counties in which the majority of the local boards are in favor of such a move. The board consists of seven members, three appointed by the Lieutenant-Governor-in-Council and four by the county council. The County Superintendent of Schools is present at all the board meetings and acts in an advisory capacity to the board. There is a full time secretary-treasurer appointed and paid by the board. The liaison between the local boards and the finance board is simple. Once during each year, the district school boards draw up a budget, which is presented to the finance board. The duty of the finance board is to draw up the county school

budget, which, as the name implies, is to contain all the details of the financial requirements of the rural schools in the county. Here is where the matter of provincial aid again appears.

From the county school budget is deducted an amount computed by adding:

- (a) The amount of the County School Fund (see part two of this Chapter.)
- (b) The amount of the school budgets of the towns and cities within the county.
- (c) The amount received from the treasury for the education of the blind and deaf.
- (d) The amount of the expense involved in the transportation of the children in the county.
- (e) The amount of the fixed district grant mentioned above.

The amount left after deducting the five items above, is now the actual net expenses of the rural districts within the county. The province will pay 10% of this net deficit. We see that such a provision has a double barreled effect. Not only are the rural school districts encouraged to consolidate into larger districts, with a consequent economy of administration, but there is a saving of 10% of the cost to the rural districts so consolidated. The aid

to the county finance board does not end at this point. A further sum, equal to the 10% grant, is paid to each board by the provincial treasury. This is called the Equalization Fund and is created for the express purpose of raising the standards of the rural schools. It is to be used for the purchase of items of school equipment which would ordinarily be acquired with difficulty, if at all, by the rural schools. These include audio-visual aids equipment, school radios, books for the school library and mimeograph machines.

Grants to Consolidated School Districts

The existence or non-existence of the County Finance Unit does not preclude the formation of consolidated school districts. The keen interest of the Provincial Board of Education in vocational training is shown in the liberal system of financial aids which are offered to these units upon consolidation. These generous provisions are given only to those units that are prepared to give manual training and domestic science, in keeping with the needs of the community. When such conditions have been met, the provincial government will grant \$1000 per year to schools with enrolment under 100, in the grades above seven. When the enrolment is above 100 the grant may

be raised to \$2,000. The consolidated school districts, whether urban or rural, meeting with the requirements of their communities, are also aided by the province to the extent of one-half of the cost of maintaining the vocational departments. Teachers employed full time in vocational work in the school are given grants of \$50 for rural areas and \$200 for urban areas. Three-quarters of the salaries of such teachers are paid by the province.

The foregoing provision seems generous and no doubt makes possible the continuance of vocational education where such instruction is beyond the financial means of many districts. However, an unforeseen difficulty may arise where there are vocational and academic teachers employed in the same school. It is quite possible to have academically qualified teachers with excellent qualifications and experience who may earn but a fraction of the salaries paid to their vocational co-workers, the higher vocational salary scale being made possible by the aforementioned government support. Such a situation can, and does, in some cases, prevent full co-operation between academic and vocational staffs.

Grants to Superior Schools

The function of the Superior School is to provide

instruction up to college entrance level. This type of school is established in every community of 4,000 inhabitants or major fraction thereof. Where pupils are admitted to the Superior School from outside the district in which the school is located, the province will pay the school district the sum of \$10 per pupil so admitted.

Provincial Aid to Capital Expenditures

We have seen how the provincial government is prepared to give aid towards the maintenance of the rural composite high schools. Capital expenditures for schools of this type may be borne by the treasury to the extent of 60% of the first \$100,000; 50% of the second \$100,000; 40% of the third \$100,000 and 30% of any additional expenditures. Where the expense is in connection with alterations, purchase of new equipment, or addition to the existing school plant, the aid is 40% of such expense.¹ The Provincial Government will also guarantee debentures covering the portion of indebtedness which the district has assumed.

Provincial Aid in School Transportation

The province maintains a blanket provision whereby 50% of the cost of all school transportation

1. "The New Brunswick Rural Schools Assistance Act of 1934 and amendments of 1948."

in the province is borne by the Provincial Government. The purchase of new school buses for consolidated schools is also supported in the same manner.

Provincial Aid to School Libraries

School libraries are encouraged in two ways: directly by the equalization fund, and indirectly by a provision in the school act which states that the provincial treasury will match dollar for dollar any amount up to \$20 which a rural board may raise in one year, towards a school library.

2. THE COUNTY SCHOOL FUND

The second source of revenue supporting the Public schools is the County School Fund. This fund is collected by the County Secretary of each county from the several parishes in the county. The amount is arrived at by calculating a sum of money equal to sixty cents per person in the county as determined by the last census. The assessment for each parish is based proportionately on the amount paid in for other county rates.

The County School Fund is used as a pool out of which payments to school boards are made on the basis of \$60 for each qualified teacher employed in

the parishes exclusive of assistants. Out of this fund also are made payments towards the support of the schools for the blind and the deaf, as well as aid to indigent districts requiring special help. The county secretary is also authorized to provide grants to the superior schools in the county of an amount equal to the provincial grant to such schools. The sum remaining after the above payments have been made is distributed among the parishes in proportion to their enrolment of school children.

In evaluating the system of county assessment, one is at a loss to determine the logic of a system which collects from a parish at one time, and pays back an approximately equal sum at a later date. The value of such a system was perhaps greatest during the era of the unattached school district or parish. Those parishes not maintaining sufficient school accommodation would thus be penalized, while the more progressive parishes would benefit. In the province of New Brunswick where the larger school units have almost entirely superseded the smaller districts this means of collecting revenue for the schools seems to be archaic.

3. DISTRICT ASSESSMENT IN SUPPORT OF THE PUBLIC SCHOOLS

The sum of money required for the payment of teachers' salaries, improvement of school grounds, repair, maintenance and erection of school houses, purchase of fuel, light and supplies, over and above the amounts provided by the county and the province, are raised by direct assessment on the residents of the parishes. Such assessment is on whatever real property is rated for parish purposes. Real estate which lies within the parish may be assessed whether the owner resides within the parish or not.

In addition to the tax on property, New Brunswick recognises a poll tax which may be levied on all male residents of the parish between the ages of twenty-one and sixty. The poll tax is ordinarily \$1 per year, but may be increased to \$3 per year at the discretion of the local board of trustees.

4. MISCELLANEOUS FINANCIAL CONSIDERATIONS

Aid to "Poor Districts"

By reason of the scattered rural population of New Brunswick, it has been found necessary to provide special aid to certain areas where adequate financial support is lacking to maintain proper facilities.

Recognition of the fact appeared first in 1871, when the School Act of that year gave the inspectors the power to single out those districts requiring aid, and to report such to the Chief Superintendent. This arrangement is continued at the present time, with the inspectors reporting once each year on any indigent districts.

The criterion of special aid to "Poor Districts" comes under a rigid framework of assessment values, and is briefly thus:

- (1) Districts under an assessed valuation of \$5,000 are to receive \$120 per year per district.
- (2) Districts assessed between \$5,000 and \$10,000 receive \$80 per year per district.
- (3) Districts assessed between \$10,000 and \$15,000 receive \$40 per year per district.

These sums of money are paid out of the Provincial Treasury and the County Fund on a 50 - 50 basis.

In addition, the county treasurer is authorized to raise the grants payable to district boards in respect to teachers employed by such boards, and also the net amount remaining from the County School Fund, apportioned among the districts according to student

enrolment, in the proportions as shown below:

- (1) For districts assessed under \$5,000, the sums mentioned above are doubled.
- (2) For districts assessed between \$5,000 and \$10,000 the sums mentioned above are raised by 50%.
- (3) For districts assessed between \$10,000 and \$15,000 the above amounts are raised by 25%.

Figures for the New Brunswick aid to "Poor Districts" in 1948-49 show a total of \$16,769 paid out.² The total cost of education in the province for the same period was \$7,822,125.³ It is thus seen that aid to "Poor Districts" represents slightly over 1/5 of 1% of the total expenditure on education, which is not a significant amount.

The Teachers Pension Scheme

In the survey of the educational facilities of New Brunswick one is compelled to note that pecuniary considerations have been the dominant motivating force behind many past and present developments. This statement is not introduced in the spirit of censure, since comparative statistics would probably show the small per

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2. ANNUAL REPORT OF THE DEPARTMENT OF EDUCATION FOR THE PROVINCE OF NEW BRUNSWICK FOR THE SCHOOL YEAR ENDED JUNE 30TH, 1948. p. 155.
 3. CANADIAN EDUCATION ASSOCIATION REPORT NO. 26

capita income of this province to be the chief reason for its proportionately meagre educational expenditure as compared with other Canadian provinces. The teacher pension scale of New Brunswick is, on the contrary, an exceedingly generous attempt to provide a measure of security, after retirement, to a professional group traditionally underpaid during its productive years.

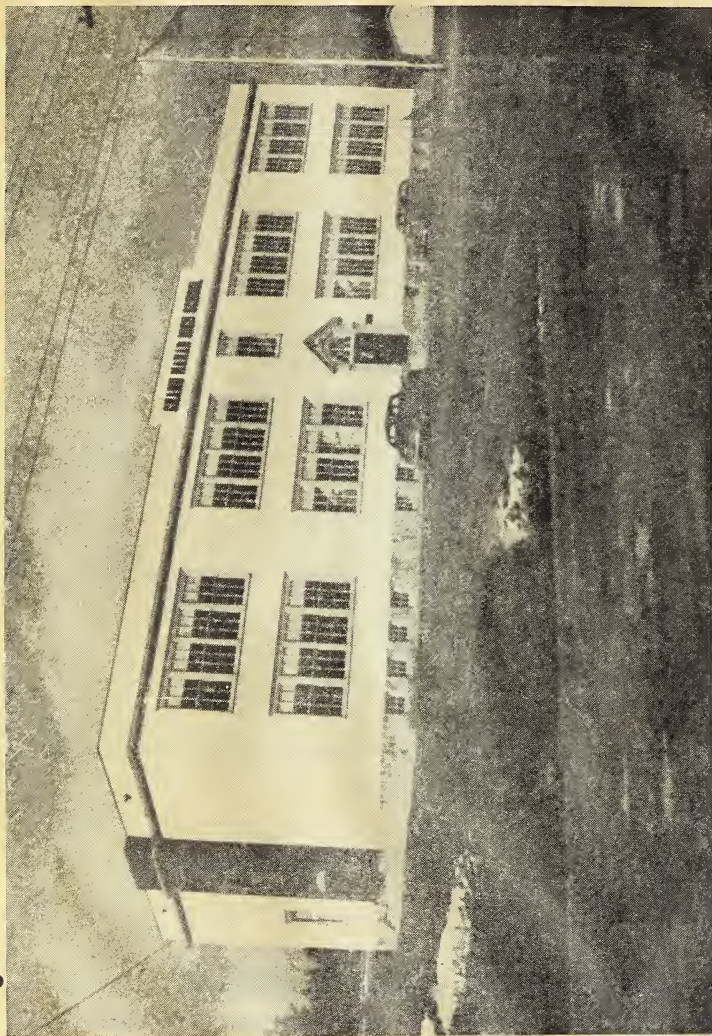
The retiring period comes at the end of 35 years service or at the age of 60 for males and 55 for females. These figures are reduced by 10 years in the case of veterans with overseas service. The pension to which the retiring teacher or school official is entitled is equal to three-fifths of the average annual salary earned during the last 5 years of service. The minima and maxima in all cases are \$360 and \$1,200 respectively.

Payments by teachers into the fund are in accordance with the following schedule:

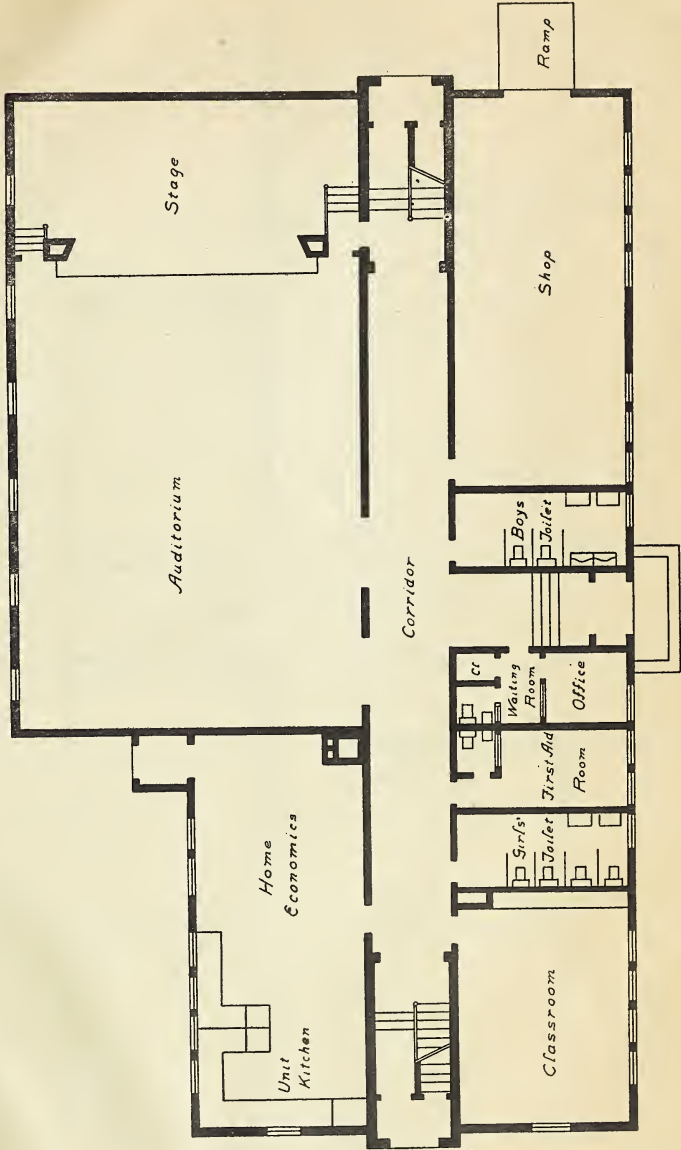
- (a) Where the annual salary of the teacher or school official is \$1,600 or less,
2.3% of the annual salary earned;
- (b) Where the annual salary exceeds \$1,600,
during the first twenty years of service,
4% of the annual salary earned and after
such twenty years service 5% thereof,

provided that no payment shall be made
in respect of annual salary earned in
excess of \$2,000.⁴

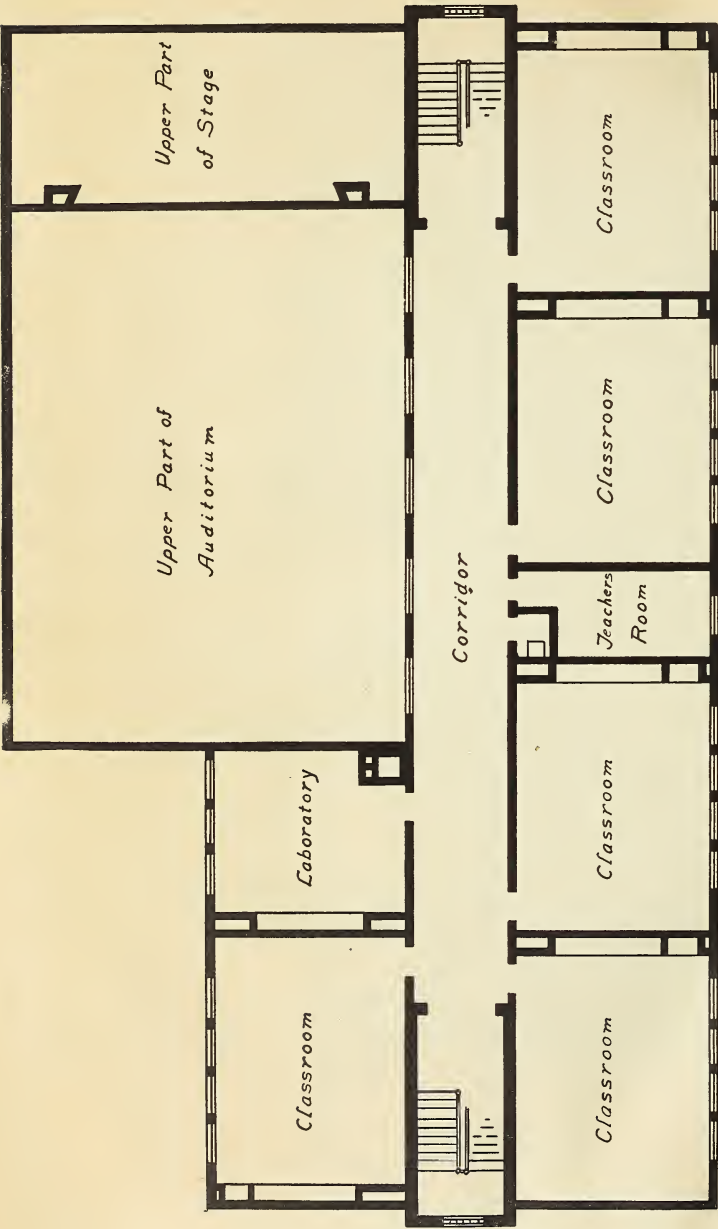
4. *The Teachers' Pension Act of 1944 for New Brunswick.*



Grand Manan Consolidated School



Ground Floor
Grand Manan Consolidated School



First Floor
Grand Manon Consolidated School

CHAPTER IV

DEVELOPMENT OF VOCATIONAL EDUCATION IN NEW BRUNSWICK

1. HISTORICAL ASPECT OF VOCATIONAL EDUCATION IN NEW BRUNSWICK

The introduction of vocational education in New Brunswick is of comparatively recent date. This type of instruction requires specialized and expensive equipment, and specially trained personnel, and it is for these reasons that the building of vocational schools was slow until the enactment of the Dominion Education Act in 1919 provided funds which gave increased impetus to the vocational program. Factors responsible for the slowness of the province to gather enthusiasm for the new movement are:

- (1) the low revenues of the province in modern times;
- (2) the ingrained dependence upon traditional classical instruction, dominated by college entrance requirements,
- (3) the scattered and largely rural districts which required consolidation before central vocational schools could be established.

The first record of Manual Training and Domestic Science courses offering practical training in Canadian students, was in Kingston in 1904. The instruction was given to Grades V, VI, VII, and VIII, and there was no

THE HISTORY OF THE

REPUBLIC OF THE UNITED STATES OF AMERICA

The history of the United States of America is a story of a young nation that grew from a small colony of settlers to a great power. The story begins with the first settlers who came to the New World in search of a better life. They found a land of opportunity, but also a land of conflict. The struggle for independence was a long and hard one, but the people of the United States were determined to win. They fought the Revolutionary War, and in 1776, they declared their independence from Great Britain. The new nation was born, and it grew rapidly. By the mid-19th century, the United States had become a major power in the world. It had a large population, a strong economy, and a powerful military. But the nation was not perfect. There were many problems, such as slavery and the treatment of Native Americans. The Civil War was fought, and the nation was divided. But the people of the United States were determined to overcome these problems. They fought the Civil War, and in 1865, they abolished slavery. The nation was reunited, and it grew even stronger. By the end of the 19th century, the United States had become a world power. It had a large population, a strong economy, and a powerful military. It was a nation that had overcome many challenges, and it was a nation that was proud of its achievements.

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attempt to give the teaching a vocational basis.¹

It was not until 1917 that any progress was made in introducing vocational training into the secondary schools of New Brunswick. The late Dr. Fletcher Peacock,² who at the time was the instructor in Manual Training at the Provincial Normal School, was intrigued by the possibilities offered by the report of the Royal Commission on Industrial Training and Technical Education, which in 1913 recommended Federal aid for the establishment of Vocational Education in the Dominion. Through Dr. Peacock's efforts, the matter was brought to the attention of the Provincial Legislature, and in 1917 a committee was appointed to investigate the need for vocational Education in the province.

This committee visited various centres in Canada and the United States where Vocational Education formed a part of the secondary school program. They also made a careful study of the needs of the youth of New Brunswick with regard to employment opportunities, by inter-

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1. Report of the Vocational Advisory Council.
Ottawa. App. E.
 2. Dr. Fletcher Peacock, former Chief Superintendent of Education for the Province of New Brunswick, died on January 24th, 1949. He was recognized as an authority on advanced education, and had been active in educational circles across Canada for many years prior to his death.

viewing employees in industry, commerce and other fields of endeavour. The committee completed its study by April, 1918, and submitted its report to the legislature. This report found the following conclusions in regard to a system of practical education:

1. That New Brunswick needs Vocational Education.
2. That Vocational Education is most successful when it deals with the occupations of the locality in which the school is located and where the nature of teaching may be made more realistic by close contact with industry.
3. That Vocational Education is for the masses of workers and should be made accessible to all.

The committee recommended that, to meet these needs, a system of Vocational Education be developed, and that a sum of money be allotted from the Provincial funds to assist the school districts in putting the system into operation. The Legislature acted immediately upon the Committee's report and passed the New Brunswick Vocational Education Act in April 1918 -- one year before the Federal Government passed its first Vocational Act under which Federal assistance was made available to the provinces.

In brief, the First New Brunswick Vocational Act provided:

- 1. That a system of Vocational Education be established on a 50 - 50 basis between the County and the province on operating costs.*
- 2. That a Vocational Education Board care for provincial administration. (The late Dr. Peacock was appointed Director and Secretary of the Board on May 1, 1919.)*
- 3. That Vocational Education have as its aim the training for useful employment in order to increase the productive efficiency of the learner as well as to develop his civic intelligence.*
- 4. That full time classes be provided for those from fourteen to twenty-five years and evening classes for those over sixteen years.*
- 5. That local Vocational Committees be established.*

The first actual work done by the Vocational board dates from the beginning of the school year 1919-1920 at the Carleton County Vocational School at

Woodstock, with day classes in Homemaking and Agriculture, and evening classes in commercial subjects and Mechanics. During the same year nine other communities were organized for vocational evening classes.

The New Brunswick Vocational Act of 1918 did not provide aid towards the cost of buildings and equipment and consequently progress was slow in establishing day classes. The emphasis was thrown on evening classes and during the years 1920 and 1921 seven districts organized night schools. In addition to the evening classes, eleven communities on the Atlantic coast were served by an itinerant instructor giving training in marine engine repair.

At this critical time in the history of Vocational Education in New Brunswick, the sums of money made available under the Dominion Education Act of 1919 finally found their way into the provincial coffers and by the year 1926 six of the now familiar Composite High Schools had been completed. Until this Federal aid was offered, the only grant to schools interested in Vocational Training was 50% of operating costs from strictly Provincial funds. With the additional money available, reimbursements were made to school districts

on the following terms:

1. SALARIES

- (1) For salaries of approved Vocational teachers, 60% of the amount paid in communities above 6,000 persons;
- (2) 66 $\frac{2}{3}$ % of the amount paid in communities between 2,000 - 6,000 population;
- (3) 75% of the amount paid in communities of 2,000 or less;

2. BUILDINGS

- (1) For buildings erected or portions thereof, 25% in cities of 10,000 population or over;
- (2) 33 $\frac{1}{3}$ % in cities and towns from 5,000 to 10,000 population;
- (3) 50% in towns and districts under 5,000 population;
- (4) 50% of the total cost of vocational equipment in all cases.

In 1923, a second Provincial Vocational Act was passed which brought all vocational plans and policies under the control of the Board of Education of the Province. The Provincial Vocational Board set up in 1918 was charged with the administration of Government aid, general supervision, special short courses, instruction

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by itinerant teachers and correspondence courses.

The money made available to the Province under the provisions of the Dominion Vocational Act was exhausted in 1931. The Provincial Government continued to pay the full rebates to the local school districts until 1932, when falling revenues due to the depression forced it to cut the grants so that the school districts had to assume the additional portion of expenditure that was formerly covered by Federal grants. This resulted in a closing of a few Vocational Departments and a drastic reduction in teachers' salaries. In 1937 the Provincial Legislature restored to their former size the scale of rebates as laid down by the Provincial Vocational Act of 1923.

Thus the discontinuance of Federal grants for Vocational Education in 1931, and the depression of the early thirties, brought to a close the development of the first phase of Vocational Education in New Brunswick. Two vocational and five urban Composite High Schools were established and operating with facilities for about 5,000 students at the end of this period.

From 1931 to 1940 the development of the vocational

program was almost at a standstill due chiefly to falling provincial revenues during the depression. The seven schools already established offered to the young people of the urban communities in which they were situated a modified version of the multi-track high school curriculum presently in force in the schools of Alberta. Students had the choice of College Preparatory, Industrial, Home Economics, and in the rural and agricultural area of Carleton County, Agriculture in place of College Preparatory.

Dr. Fletcher Peacock was made Director of Educational Services in 1936, a position which parallels that of the Deputy Minister of Education in other provinces. Under his guidance, and in step with latter day developments in education the following innovations were introduced into the province; Visual Aids, teacher training for Industrial and Home Economics and a Teachers' Library.

Progress in Vocational Education remained relatively dormant until 1943, which was a momentous year in several respects. The philosophy underlying vocational training, had not been clearly defined and the objectives remained to be brought to focus in the

Annual Education Report of 1943. The words of the Chief Superintendent of Education in that report are reproduced herewith:

"In order to give rural pupils an even chance with their city cousins, they must have modern high schools as well as improved elementary schools. This means the erection of forty or fifty regional composite high schools at strategic centres. These schools, to be effective, must not be too small. Each requires at least 100 students of Grade VII and up, and 300 would be better. Transportation will have to be arranged to bring students from quite long distances.

"Each school must provide training in agriculture and farm mechanics and one main objective of each school will be build up its own community. Nutrition and Home Economics courses will be provided for the girls in order that the homes too may be served. Every future citizen has the right to training in essential academic subjects on the secondary school level. In a democracy the college door should not be closed to those who wish to enter and practical training should certainly be not denied to those who can profit from it. These Rural High Schools through a composite of academic and vocational courses, will train not only those few who go to college, but also the many who remain at home.

"Each composite high school will be the center of the cultural and vocational life of the community. The playgrounds, the library, gymnasium, classrooms, shops, cafeterias, motion pictures, radio, health clinic, etc., will be used by pupils during school hours and by groups of adults during evening and vacation periods. The Principal of the school as the community leader will, besides running his day class, promote all suitable types of adult education."

Ambitious as this plan may seem at first glance,

it will be interesting to examine in the light of present attainments the extent to which words have been translated into action.

Before the framework of the vocational system in the province could become reality, two things were necessary: first, the setting up of the larger unit of school administration on the county basis, and second, the passing of legislation to permit the establishment of Regional High Schools of a composite type in rural areas. The first condition, i.e., the development of the county unit, was provided for in the County Schools Finance Act of 1944. That action was not long in coming is shown by the fact that, in 1945, one year after the passing of this act, fourteen out fifteen New Brunswick Counties were consolidated into the county finance unit of administration. The second condition, that of appropriate legislation permitting the establishment of Regional High Schools, was fulfilled by the passing of the New Brunswick Rural Schools Assistance Act in 1945 and amendments in 1948. Under the impetus provided by the passing of this Act thirty Regional High School consolidations were established, in which thirteen Regional High Schools were operating, ten Consolidated Districts were in the planning stage of securing sites and preparing school building plans, and the remaining seven

districts have schools actually under construction³
in 1948.

The following table illustrates the development of Vocational Education in New Brunswick over a thirty year period.

	<u>1919</u>	<u>1929</u>	<u>1939</u>	<u>1949</u>
Full time students	52	1259	2228	2574
Part time Students	--	332	164	3177
Night Schools enrolment	45	2512	2050	2081
Totals	97	4103	4442	7832

2. THE REGIONAL HIGH SCHOOL IN NEW BRUNSWICK

The functional role of the New Brunswick Regional High School is illustrated in those areas where forestry is the basic industry. Through the help of civic-minded individuals and corporations, forestry plots have been donated to the Regional School with a view to teaching better forestry practice. These wood lots vary from 50 to 160 acres, and it is intended that ten schools suitably located will take advantage of this plan.

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3. The annual Report of the Department of Education of the Province of New Brunswick for 1948.
 4. Report of the Vocational advisory Council, Ottawa App. E

One cannot but wonder why the Board of Vocational Education, having taken a progressive step in the matter of forestry practice, should be content to pause at this stage. Reference to illustration I will show many Regional High Schools located in tidewater areas where fishing is the predominant occupation. The interior of the Province contains many rich farming districts, particularly along the St. John River valley. Looking at this situation with a detached, but critical eye, it is possible to see great value in the adaptation of the "wood lot" principle to farming communities in terms of experimental farm plots.

It is apparent that the chart of students in attendance at Regional High Schools shows two periods of rapid growth, one from 1919-1929 and one from 1939-1949 with a plateau between showing the effects of the depression on school development. It can be noted that the two periods of growth are periods in which Federal Aid was available. In other words, as far as New Brunswick is concerned, Vocational Education has grown and developed with the assistance of Federal Aid, and growth has been most rapid when that aid was available.

3. EXTENSION OF THE 60-50-40-30 PLAN TO URBAN VOCATIONAL HIGH SCHOOLS WITH ST. STEPHEN AS AN EXAMPLE

The 1948 amendments to the Rural Schools Assistance Act, also known as the Vocational Act, which made available assistance formerly granted only to rural areas. This assistance is known as the 60-50-40-30 plan and is described in Chapter III under, "Provincial Aid to Capital Expenditure."

An example of one of the six urban centres which have taken advantage of the Vocational Act is St. Stephen with a population of approximately 10,000. St. Stephen is an industrial area; and the vocational needs of the students have determined the types of instruction that are given.

Students in 1952 may elect to study woodworking, drafting and blue printing, electrical theory and construction, automobile mechanics, metal working and household science. The construction consists of a \$350,000 addition to the St. Stephen Academic High School.

4. RURAL HIGH SCHOOLS WITH SMALL ENROLLMENTS

The third type of school which receives assistance under the Vocational Act of 1948 and its amend-

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ments is that school located in sparsely settled areas. Unlike the Regional and Urban High Schools, no provision is made for vocational training. The Rural High School of New Brunswick, however, is a potential community centre and is designed to serve the need for adult education in the community.

Typical of the Rural High School is Keswick Valley which contains seven classrooms, science laboratory, auditorium and projection room, kitchen and janitors', teachers' and principals' rooms. Provincial Aid under the Vocational Act is limited to the 60-50-40-30 plan and 50% of the cost of school transportation.

5. SUMMARY OF SCHOOLS RECEIVING ASSISTANCE UNDER THE NEW BRUNSWICK VOCATIONAL ACT OF 1948 AND AMENDMENTS

Three types of schools have appeared in New Brunswick as an outcome of Federal Aid to vocational education and the Vocational Act of 1948. These are, first, the Consolidated Rural Regional High School in thickly settled rural areas. This type of school receives aid to capital expenditure under the 60-50-40-30 plan. School transport and vocational equipment are half financed by the province. Vocational teachers' salaries are three-quarters financed by the province. Second, the Urban Vocational High Schools receive aid

under the same provisions as the Regional High Schools. Third, the Rural High Schools receive aid under the 60-50-40-30 plan but no further assistance.

6. INTEGRATION OF NEW BRUNSWICK VOCATIONAL AND ACADEMIC CURRICULUM

The new Intermediate Course of Studies in Grades VII, VIII and IX shows a definite socializing trend, which in the writer's opinion, compares favorably with the aims and practices of similar programs in other Canadian provinces. Compared with the academically weighted program in vogue before 1949, there is a definite broadening of subject matter. The interest in Vocational Training in New Brunswick is reflected in the inclusion in the general intermediate course of studies of General Shop and Household Arts, designed;

- (1) "To provide a training that will enable the pupil to find for himself a place in community life which shall be both personally satisfactory and socially useful."¹

Further objectives enumerated in the Intermediate course of studies are:

- (2) "To acquaint the students with such fields of knowledge as will adequately prepare them for the business of living, that is, for useful, happy, and desirable citizenship.

1. "Intermediate Program of Studies for New Brunswick Schools" p. 2

- (3) "To create an exploratory period with a greater variety of courses, and therefore, with enlarged opportunities for aptitude findings;
- (4) "To provide a connecting link between the lower and upper levels in such a way that there shall be no sudden break in the continuity of the school program, no jumping-off place from one grade to another -- in other words, to provide a unifying force for the whole system;
- (5) "To allow slight variations in the school training in order to satisfy vocational needs peculiar to a particular locality." ²

The fifth aim in this enumeration is an outcome of the peculiar geographical condition of this Atlantic Province, which sees within its border many basic industries, including lumbering, fishing, farming, mining, and shipbuilding. Consolidated schools, in particular, provide Vocational training suitable to the basic economy of their area. For example, the Urban Vocational High School at St. Stephen stresses the Industrial Arts, thus answering the needs of a community whose primary occupations are centered

around medium heavy industry.

The vocational curriculum in the Consolidated Regional High Schools of New Brunswick is of necessity flexible in nature to allow the principals ample scope in the selection of courses suitable to the needs of the area. The board of Vocational Education specifies only that a minimum of 15% to 25% of the time of students in Grades VII to XI be occupied at vocational subjects. Furthermore full-time, properly certificated vocational teachers must be employed in fully equipped General Shop and Home Economics classrooms.

CHAPTER V

SUMMARY AND CONCLUSIONS

The following points emerge from the foregoing survey of the educational system of New Brunswick.

Financial Considerations

1. The present arrangement whereby the salaries of Vocational teachers are financed to the extent of approximately 75% by the Provincial Government is a present and potential source of difficulty. In Rural Regional High Schools, academic teachers are working beside Vocational teachers of comparable training who earn as much as 75% more.

2. Federal Government aid to the Provinces to promote Vocational Education, has, in New Brunswick, resulted in making vocational and secondary training available to numerous urban and rural communities hitherto unable to provide such instruction.

Administrative Considerations

1. The fact that New Brunswick solved her sectarian conflict without resorting to Separate Schools, reveals the ingrained propensity to compromise indicated as a salient characteristic of her people in the historical survey covered in Chapters I and II.

2. The dual language situation, while not a source of difficulty at present, could conceivably become a problem in future, owing to the lack of academic certification above Class III for French speaking candidates.

3. The New Brunswick system of County Finance Units follows the national trend toward centralization. The pressing of municipal administrative machinery into the service of these larger school units promises reasonable economy of operation. Control of financial requirements still rests with local consolidated boards through their annual school budget.

Vocational Education

1. New Brunswick, traditionally classical in outlook, has promoted Vocational Education to an extent greater than most Canadian provinces. Two reasons for this situation are apparent. First, the large widely scattered rural population requires many types of training varying with the geography and economy of particular areas. Second, the classical tradition persisted while most of the United States and Canada adopted a "progressive" outlook. A belated realization of this fact has spurred New Brunswick to great efforts

in modernizing her school philosophy. The result has been an expansion in vocational training without equal elsewhere in Canada.

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